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**1985
REGIONAL
LAND USE PLAN**



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WARE VALLEY REGIONAL PLANNING COMMISSION

1985 REGIONAL LAND USE PLAN

DELAWARE
VALLEY
REGIONAL
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COMMISSION



Commonwealth of Pennsylvania
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Pennsylvania Department
of Highways

New Jersey Department
of Transportation

Pennsylvania State
Planning Board

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of Community Affairs

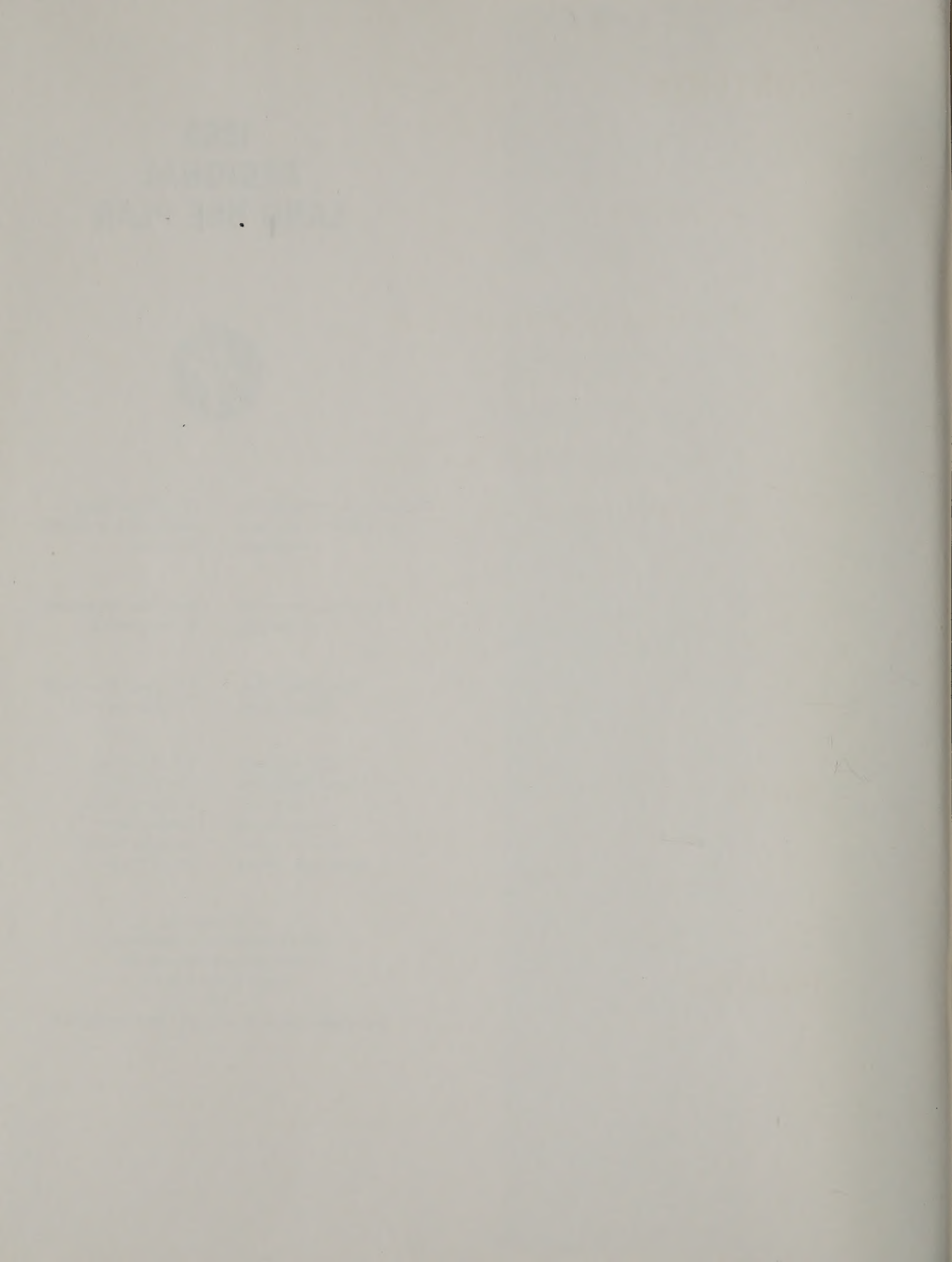
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City of Philadelphia
Bucks County
Chester County
Delaware County
Montgomery County

City of Camden
City of Trenton
Burlington County
Camden County
Gloucester County
Mercer County

In Cooperation with
U.S. Department of Transportation,
Federal Highway Administration,
Bureau of Public Roads
and
U.S. Department of Housing and Urban Development

DVRPC PLAN REPORT No. 2
1968

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2 REGIONAL LAND USE PLAN

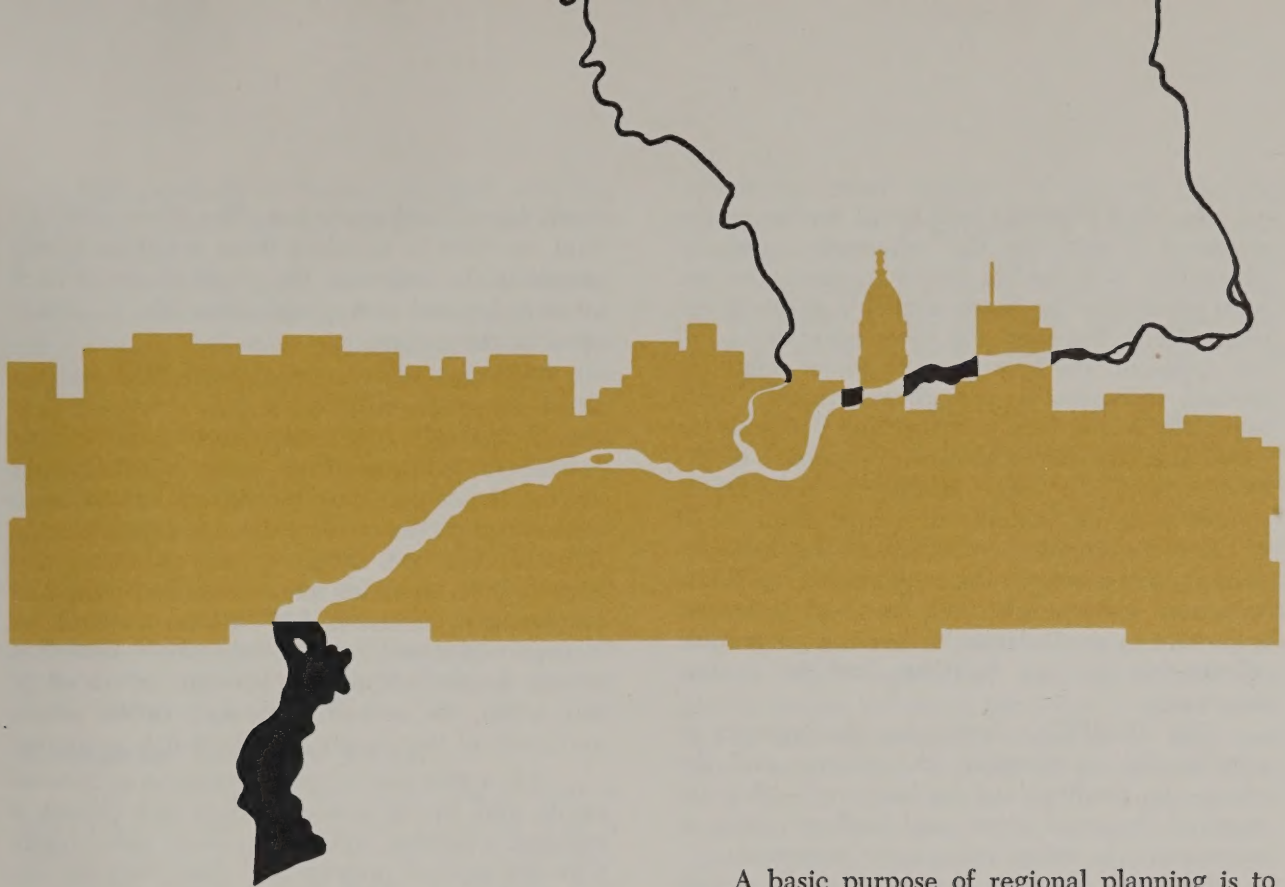
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INTRODUCTION

A basic purpose of regional planning is to achieve the development of a satisfactory living environment for all residents of the Delaware Valley. A good environment is desired not for its sake alone, but because when achieved it will of necessity reflect the goodness of life in the Delaware Valley. It is recognized now that the two go hand in hand — that city slums and despoiled natural resources are only visible manifestations of the social and economic difficulties which beset a society's residents and institutions. A goal of the region must therefore be to encourage actions which will enable it to overcome such problems.

It is generally understood today that programs which deal only with the physical blight of cities are inadequate. Blighted lives must also be rebuilt as a part of the city building process if cities are to provide economic and cultural opportunities for all. Social and economic betterment programs must therefore parallel efforts to rebuild the physical city.

The nation is making new commitments to its cities. The federal and state governments are investing in new urban-oriented programs. Economic opportunities are being enhanced and education and health services are being strengthened. Investments are also being made in a great variety of facilities. Expenditures for services are expected to have primarily a short-range impact. But expenditures for construction of facilities inevitably involve long-term commitments. They influence modes and patterns of travel, recreation habits and the accessibility of health, education and other services.

Regional planning will be of service to the region if it provides the information and the plans that will enable decision-makers to use most effectively the funds available at any given time. While the need for some programs is all too apparent, the best place to invest relatively limited resources* is not always readily seen, especially in the face of competing demands for funds and the vast scale and complexity of the environment. To make intelligent decisions in reference to investments in urban programs it is therefore important that efforts be made to define more precisely the need for them. When long-term commitments are involved it is also important to see the investments in a geographic relationship to one another, and in a time sequence.

The DVRPC is developing the capacity to provide the information, the criteria and the plans — for facilities and for land uses — that are required to avoid waste and ineffectiveness in investments in urban betterment programs.

Regional planning does not remove from local and state officials the responsibility for initiating action on programs and making final decisions concerning project locations and designs. It does, however, afford to local planners and decision-makers the assurance that each project locally undertaken fits into programs at the regional scale and promotes area-wide as well as local interests.

Regional planning involves the collection and analysis of data and the preparation of plans. It is important to those who make decisions regarding public services of all kinds that information be available regarding those to be served. How many need the services, where are they located, what are their ages, sexes, races, etc.? What are the implications of current trends? How could new programs change them? It is the goal of regional planning to provide answers to questions such as these.

Regional planning also involves the preparation of plans for systems of public facilities — open spaces, sewer and water, highways and transit, to name some. Conflicting programs and inadequate facilities can be avoided through long-range planning because it looks at such needs in relationship to each other and in respect to the physical setting.

Framework of the Plan

Since public facilities are designed to serve people and their activities, it is important to know where people are apt to live and where they might engage in various activities, such as

work, travel, and recreation. The purpose of the land use plan is to relate these activities of the people in the region to the physical setting as it exists today and as it would, desirably, be developed in the future.

The land use plan deals with the question of where people will live, and how densely they should occupy residential land areas of the region. It indicates those areas which should not be developed, but should be left as open spaces and places of recreation. It suggests locations for cultural, shopping and public service activities. It identifies major manufacturing and employment centers and it outlines a system of transportation which relates the above activities to one another. The plan attempts to do all of this within the overall framework of the values and goals of the society for which it is prepared.

It is a generalized plan. Attention to general needs and broad concerns does not permit a regional planning agency to deal individually with the myriad projects and plans that are the principal interest of local planning and operating agencies, general purpose governments and private developers. But it does provide a framework within which these interests can make more informed decisions regarding their projects, to their benefit and to the benefit of the entire region.

The target year for the land use plan is 1985, a year far enough away to permit time for its implementation, and near enough that its recommendations must be accomplished with the use of existing private and public institutions and with present day technology. It is based on detailed projections of regional activities, published in DVRPC Plan Report 1. These forecasts of the magnitudes and locations of 1985 population, employment and income provided the parameters for the land use plan. They were used to estimate the future demand in the region for five categories of land use — residential, industrial, service centers, open spaces, and transportation.

The 1985 forecasts provided the broad regional overview which was needed to arrive at recommendations concerning the development problems common to local jurisdictions of the Delaware Valley region. These recommendations recognize the limitations of the institutional framework within which development decisions are made. But they nonetheless assume that planning practices which time and experience have established as sound and realistic can be used with more effectiveness than they have been in the past. The recommendations were

reviewed carefully in discussions held with the planning staffs of the counties, cities and states of the region.

In preparing this plan due consideration was given to planning studies already done by local, county and state planning agencies in the region. Collectively these plans constitute the only regional land use plan in operation in the area today. Its strengths and weaknesses as a regional plan were assessed and considered in developing DVRPC's land use plan.

In summary then, the materials on which the land use plan is based are DVRPC's 1985 regional population, employment and income projections; established planning practices; extended discussions with planning agencies around the region; and an analysis of existing local, county and state plans.

Reasons for the Plan

The DVRPC has undertaken to prepare a regional land use plan at this time for several reasons. In the first place, a regional framework is needed within which future municipal, borough, township and county land use plans might be promulgated. Secondly, the regional land use plan will provide the DVRPC with a yardstick against which local plans and physical facility projects submitted to it for review and comment can be measured. Yet another reason for preparing the land use plan is that it is a logical part of any comprehensive regional planning program, because it provides a meaningful context within

which the other elements of regional planning can best be developed. These other elements, currently underway, include a survey of natural and recreation resources, regional sewer and water plans, a regional open space plan and 1985 plans for highway and mass transportation facilities.

The land use plan serves still another purpose. It helps meet the planning prerequisites of much of the domestic federal legislation passed in the last few years. The 1962 amendment of the Federal Highway Act¹ requires that a continuing, cooperative, comprehensive planning program be underway to qualify an urban region for federal financial assistance for highways. Other legislation² includes comparable preconditions to federal financing of mass transit, sewer and water facility construction and open space acquisition. In each of these laws there is a special requirement that a regional land use plan be prepared. Thus DVRPC's land use plan will help insure continued federal financial participation in the programs for planning and construction of highway and public transportation facilities, sewer and water system, parks and other open spaces, and the many other federally assisted developments being carried out in the Delaware Valley urban area.

¹ Public Law 87 - 866; 76 STAT 1147; Section 134.

² 49 USC 1601-1604, 1607-1611 (Mass Transit); 42 USC 315-358, and 42 USC 3101-3108 (Sewer and Water); 42 USC 1500-1500e (open space).

1

SECTION

PLANNING FOR GROWTH AND CHANGE

Each year in the Delaware Valley region a billion dollars is invested in houses, factories, stores and public services. These new facilities accommodate 75,000 additional residents, create 27,000 new jobs and convert 13 square miles of land to urban use. The homes, factories and stores which are built and the land they are built on will remain practically the same for 50 to 100 years. This is a fact that we are painfully reminded of as tax dollars are spent to renew or repair blighted areas brought into urban development a century ago. Common sense warns that the investments made in structures and urban facilities *today* must meet higher public standards, measured in terms of what is good and desirable over the long run.

Although governments are themselves large investors in regional development, most decisions affecting regional growth are made by private citizens, developers, corporations and institutions. But in each of these non-public investments there is a legitimate cause for public concern — concern for the stability of the present economy, for future economic growth, for efficiency and economy in the provision of public services, for public health, for community esthetics, for the protection of minority viewpoints and for the prevention of social disorder. These concerns define the range of interest public planning has in community development today.

The state and the local governments in the Delaware Valley metropolitan area have been and are deeply committed to the protection of the public interests in regional development, but have also remained equally respectful of the American political tradition that permits the greatest possible latitude in the private decisions

NUMBER OF MUNICIPALITIES WITH LAND USE PLANS AS OF 1967; LAND AREA LOCALLY PLANNED

COUNTY	LOCAL PLANNING			
	Municipalities Planned		Land Area Planned	
	Number	% of Total	Sq. Miles	% of Total
Bucks	34	63%	444	72%
Chester	52	63%	486	64%
Delaware	20	41%	127	69%
Montgomery	49	79%	402	81%
Philadelphia	1	100%	127	100%
Burlington	21	52%	418	50%
Camden	28	76%	119	54%
Gloucester	13	54%	235	71%
Mercer	6	46%	116	51%
TOTALS	224	63%	2,475	66%

of its citizens. Thus, the legal controls governing investments in private capital facilities affecting land uses are centered in units of local government which are most responsive to the desires of its citizens. The role of the larger governments, on the other hand, has most often been one of making decisions relating to capital investments through capital programming and of providing planning assistance in an advisory capacity.

What has all this meant to the individual citizen in the region? Most processes leading to public decisions for individual programs and projects he can understand. But the enormous number and variety of actions taken by the many governments of the Delaware Valley at any one time normally prevent him from reaching a clear understanding of the regional development implications of these actions.

While this report cannot possibly account for the regional significance of all public decisions made, it can at least provide part of the picture, in particular the implications of local and state development planning. To that end, this section of the report briefly describes and summarizes several of the programs and plans of state and local governments that affect regional development. The land use plans of the local governments were mapped and evaluated as to their effect on regional development patterns. The open space acquisition and capital programs of the states were also summarized along with the highway and mass transit plans now being tested by the DVRPC. This summary provided meaningful background material in preparing the regional land use plan.

Local Land Use Planning

In view of the fact that there was no regional plan in existence in the Delaware Val-

ley, the DVRPC compiled all the plans prepared to date by the hundreds of local governments throughout the nine-county region and interpreted this composite plan as the implicit and operational regional plan that is daily influencing the pattern of new developments in the region. The states have vested zoning, subdivision and building control powers with the cities, townships and municipalities, and it is at this level of government that comprehensive land use planning has been carried on. A few jurisdictions have prepared local plans without financial assistance. But since federal funds for local planning were made available by Section 701 of the Housing Act of 1954, more than 60 per cent of the region's jurisdictions have completed their first comprehensive land use plans.

Local land use plans have been prepared for the four major cities and a majority of the minor civil divisions in the region. Of the 353 minor civil divisions in the region, 224, covering about 66 per cent of region's land area, have completed comprehensive land use plans. Approximately 84 per cent of the region's population now lives in areas covered by these plans and about 78 per cent of the increase in population by 1985 is expected to reside in these areas. Some municipalities are now engaged in updating their plans to take advantage of newly available data and changing conditions, while others are preparing their first local land use plans.

Land use plans for individual localities have been prepared over the years at many different scales, using different land use categories and having different horizon years. In preparing the composite plan it was necessary for the DVRPC to adjust the different scales and to interpolate

the incompatible land use categories and density ranges to a standard classification system. In many cases the land use patterns were generalized to show in the different plans those land uses significant at the regional level.

The composite of local comprehensive land use plans is shown in color on the fold-out map on the facing page. A brief look at the map shows that residential densities are quite high in the center of the region, but diminish outwardly as accessibility decreases. The older cities in the region typically display high density patterns, and it is clear that the governments in the higher income Pennsylvania suburban counties have planned for large lot subdivisions while the New Jersey minor civil divisions have planned for substantially higher densities. Provision for commercial areas is largely in the traditional strip development pattern along arterial roads or in expanded existing commercial centers. Local interest in obtaining large amounts of new industrial employment to enhance the tax base has resulted in communities allocating many times the number of acres that could reasonably be needed for industrial growth over the next 20 or 30 years. Most of the plans for newly developing areas provide for large amounts of open space, especially along stream valleys and flood plains. A check of the design of land uses along the boundaries of adjacent communities shows that, by and large, due consideration was given to proposed land uses in adjoining communities when the plans were made.

The fragmented "operating plan" made up from local plans would seem to have as its goal a sensitive adjustment to local political and social desires. Thus, almost by definition it cannot reconcile the conflicting demands among communities for limited resources. On the other hand, cooperative intercommunity planning among the localities provides a basis for reconciling these conflicting demands while tending to encourage greater regional growth that can be shared by all. Such cooperative action among local governments is quickly becoming the rule rather than the exception in the region as local governments have come to realize that intercommunity cooperation presents opportunities for finding practical solutions to the increasingly complex problems they face both individually and collectively. This is shown by local governments' participation in the Regional Conference of Elected Officials, their sharing in state and federal grant programs and through their participation in inter-jurisdictional councils and in

the Delaware Valley Regional Planning Commission.

As a regional plan the composite of local plans is by no means ideal. The plans were prepared for many different horizon years and in most cases were made showing the potential urbanization of the entire area of each jurisdiction. Thus, while useful in guiding purely local decisions, the plans are of limited help in programming construction or for recommending development policies for the region as a whole. In most cases the plans were exclusively made for individual municipalities. Thus, only in a cursory manner have they dealt with the need for intergovernmental action to solve area-wide social and economic problems.

In looking at the local land use plans together, it is clear that they do not presently represent a sound unified design for current thinking in land use and transportation systems planning for the region. More than half the plans were prepared before the states had fully developed their current alignment plans for the Interstate Highway System and before the Southeastern Pennsylvania Transportation Authority was organized and began planning for an improved regional mass transportation system. Moreover, they do not provide a basis for regional short range programming of the location of utilities and other construction, nor do they provide an adequate basis for regional evaluation of local applications for federal grants-in-aid. In many communities, the land use plan is not used as a flexible, evolving policy document. Moreover, development decisions are often made by local boards and commissions without consulting the plan and without obtaining regular professional planning advice.

These plans do, however, represent the best thinking of planning commissions and civic leaders at the local level who used all the information available at the time the plans were prepared. To that extent, they bear a unique sensitivity to local needs and conditions, and therefore constitute a bench mark of local attitudes against which new regional planning proposals must be measured and justified. Since the Delaware Valley Regional Planning Commission is an advisory agency and its recommendations are implemented only at the discretion of the minor civil divisions, this compilation of plans provides the Commission with a picture of local policies in a regional setting. This is a starting point for cooperation in regional comprehensive planning.

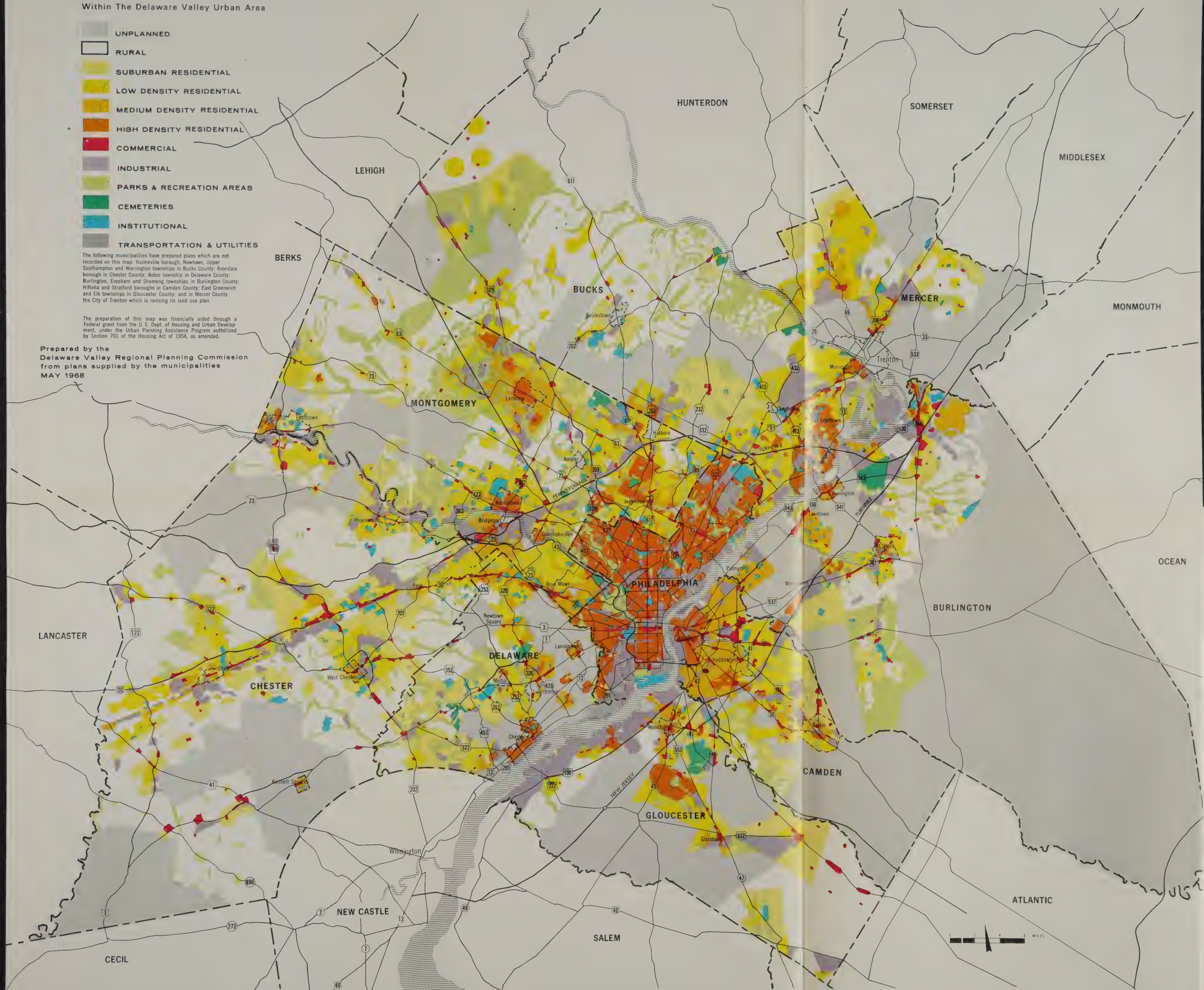
Composite Map of LOCAL LAND USE PLANS
Within The Delaware Valley Urban Area

- UNPLANNED
- RURAL
- SUBURBAN RESIDENTIAL
- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PARKS & RECREATION AREAS
- CEMETERIES
- INSTITUTIONAL
- TRANSPORTATION & UTILITIES

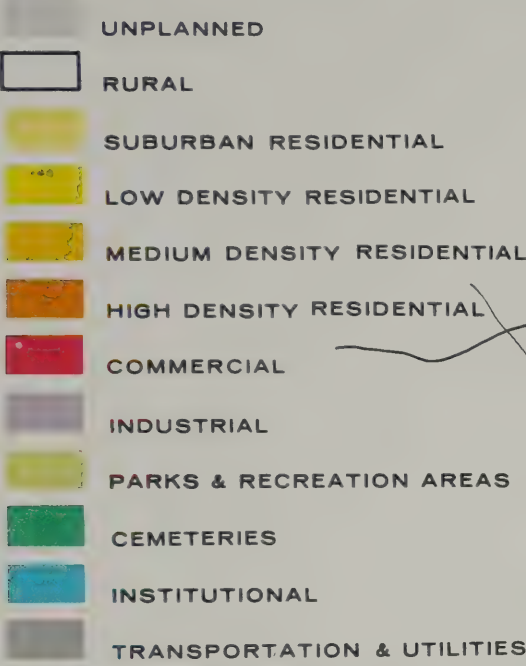
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The preparation of this map was financially aided through a Federal grant from the U. S. Dept. of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

Prepared by the
Delaware Valley Regional Planning Commission
from plans supplied by the municipalities
MAY 1968



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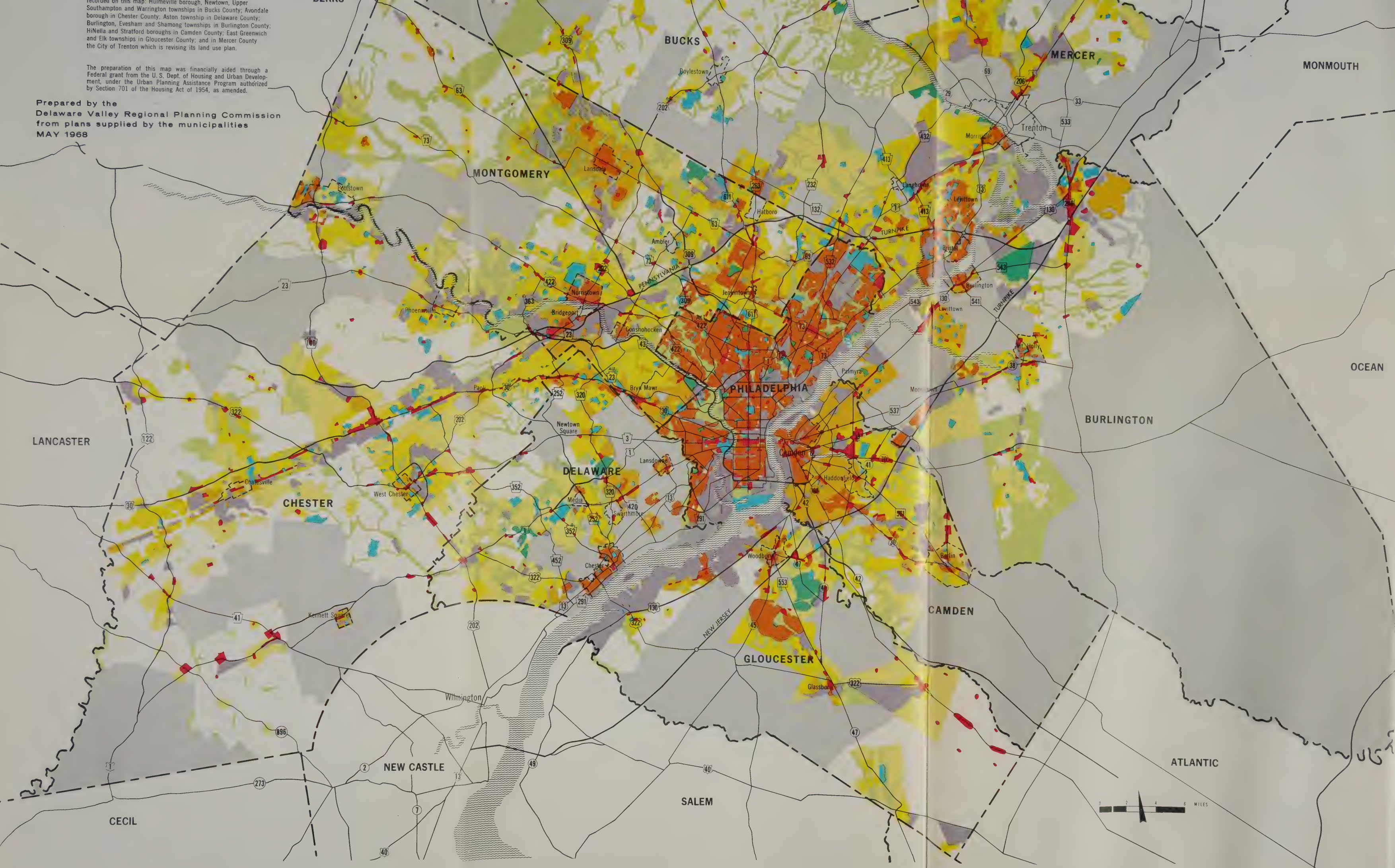
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FIGURE 1

PENNSYLVANIA "PROJECT 70" AND NEW JERSEY "GREENACRES" PLANNED OPEN SPACE SITES IN THE DELAWARE VALLEY URBAN AREA



Source: Pennsylvania Department of Community Affairs, Pennsylvania State Planning Board, and New Jersey Department of Conservation and Economic Development.

Open Space Planning

During the last five years, the States of Pennsylvania and New Jersey and the counties and cities of the region have stepped up their conservation and recreational open space land acquisition programs.

Since 1961, the State of New Jersey has purchased or has had under contract in the DVRPC region 16,167 acres of new open space and has projected the acquisition of 18,414 acres for Phase II of its Greenacres Program. The *New Jersey Open Space Policy Plan* will soon be released as a guide to future open space acquisition. Present and proposed Greenacre sites are shown in Figure 1.

The Pennsylvania State Planning Board has prepared a *Statewide Outdoor Recreation Plan* as a guide to state open space acquisition policy. The plan enumerated the general policy considerations basic to land acquisition, a program that has been formalized since 1963 when the state provided \$70 million for a 10 year effort in open space preservation (Project 70). In the Pennsylvania portion of the DVRPC region, approximately 69 applications involving 11,000 acres have been approved for joint funding by the city, township and county governments under this policy. The total acquisition cost is estimated at \$27 million, one half of which will be borne

by the State. Locations of the 69 approved Project 70 sites are also shown in Figure 1.

At the regional level, local open space officials have been meeting for three years as the Regional Open Space Coordinating Committee. They have reviewed and coordinated approximately 100 individual applications for open space acquisition grants in aid from the federal government. These applications, 18 of which have already been approved for funding, would add 23,000 acres of new parks to the 104,000 acres of existing parks in the region. If all current applications are ultimately approved 50 per cent of the total cost of approximately \$50 million will be provided by the federal government with the local and state governments providing the remaining 50 per cent.

It should be noted that some localities have obtained federal and state assistance in acquiring sites for recreation or conservation purposes. This precludes the possibility of summing the Project 70 program or Greenacres program investments with those made in federally aided local projects even though the overlap is a small one.

During 1967 the Regional Open Space Coordinating Committee began operating within the DVRPC official family with a new name, "Technical Advisory Committee on Open Space," and with the new purpose of integrating open space programming into the comprehensive regional planning process. With the scarcity of federal funds for open space, staging of acquisition and development of the proposed sites over time needs careful coordination with other regional development decisions.

At the county level, Mercer and Camden in New Jersey and Bucks, Chester, Delaware, Montgomery and Philadelphia in Pennsylvania have park commissions and have developed or are developing park plans. Several counties have activated programs to preserve floodplains on streams near subdivision developments.

Townships, boroughs and cities have often used their comprehensive plans to develop proposals for preservation of floodplain areas but as yet legal powers to protect stream valleys by zoning do not exist and adequate funds have not been available for the purchase of land or easements. The Upper Brandywine Project in Chester County, Pennsylvania, is engaged in an investigation of the problems involved in saving scenic wooded and stream areas for future public uses.

Mass Transit Planning for 1985

During the early part of this decade the state and city governments of the Delaware Valley initiated new programs for the planning of modern mass transit systems to serve the region. An interstate compact between Pennsylvania and New Jersey established the Delaware River Port Authority, with responsibilities for building new commuter lines to replace abandoned rail lines in New Jersey and to establish a feeder bus system where feasible in New Jersey suburban areas.

In Pennsylvania, the Southeastern Pennsylvania Transportation Compact was formed, which very soon led to creation of the Southeastern Pennsylvania Transportation Authority. SEPTA was charged with acquiring, planning, building and operating a modern mass transportation system on the Pennsylvania side of the Delaware Valley region.

The Penn Jersey Transportation Study, and later its successor, the Delaware Valley Regional Planning Commission, worked with these agencies in coordinating plans for new subway, commuter rail and feeder bus facilities. The Commission has established a special committee for mass transit planning and is currently testing 1985 test networks for possible mass transportation systems.

The plans shown in Figure 2 illustrate the basic, intermediate and maximum 1985 transit systems now being tested by DVRPC. Much of these systems already exist. Other parts are short extensions of existing rail commuter lines to take the end-of-the-line stations out beyond the congested urban areas so that large scale parking facilities might be developed at new stations. In New Jersey the Lindenwold-Kirkwood Line is currently under construction and two other lines to the north and to the south are planned and scheduled for construction during the mid-1970's. Several subway improvements are programmed to serve areas in Philadelphia that are already intensely developed but currently not provided with efficient transportation facilities.

During the last few years close liaison has been established between the various public transportation agencies concerning their levels of service and plans for expansion. But contact with the important private transportation companies in the region has been less frequent and more informal.

Of the facilities proposed to be built in currently undeveloped areas, the alignments and

FIGURE 2

DVRPC 1985 MASS TRANSIT TEST NETWORKS

Source: "1985 Test Plans — Highways and Public Transportation," DVRPC, July, 1967.

stations have to date been proposed in locations where development is likely according to present trends, rather than in locations that would lead development into desired patterns of land use. In addition, mass transportation planning has taken place with only sporadic liaison between the authorities concerned and the counties and minor civil divisions through which these lines will pass. Unless there is a high level of coordination between the local governments and transportation authorities, land use controls are not usually administered to foster transit use and enhance the value of mass transportation facilities.

Highway Planning for 1985

Planning, design and construction of major highway facilities have long been a basic responsibility of the states, but the federal government is providing special assistance to the states in the design and construction of the Interstate Highway System. Counties and the minor civil divisions have also been working with the state governments, giving particular attention to the supplementary road pattern. In 1959 the Penn Jersey Transportation Study was established to

develop a better integrated, well planned highway system in the metropolitan area through improved coordination of the efforts of the various levels of government.

The highway alignments shown on the land use plan are the product of many local, county and state planning studies completed over the years and are also the result of planning works undertaken by the Penn Jersey Study and the Delaware Valley Regional Planning Commission. They are now being tested by DVRPC for their probable effectiveness in serving the population and economic activities forecasted for 1985 by DVRPC.

The networks were established by applying a body of transportation theories concerning the appropriate location and spacing of radial and loop highway facilities in metropolitan areas, in order to help solve current traffic congestion problems and to serve anticipated future patterns of land use. But unless explicit attention is also given to regional development goals, these general theories of highway facility design and spacing alone will not necessarily foster a desired pattern of urban development in the Delaware Valley.

The highway networks considered in the land use plan are shown in Figure 3.

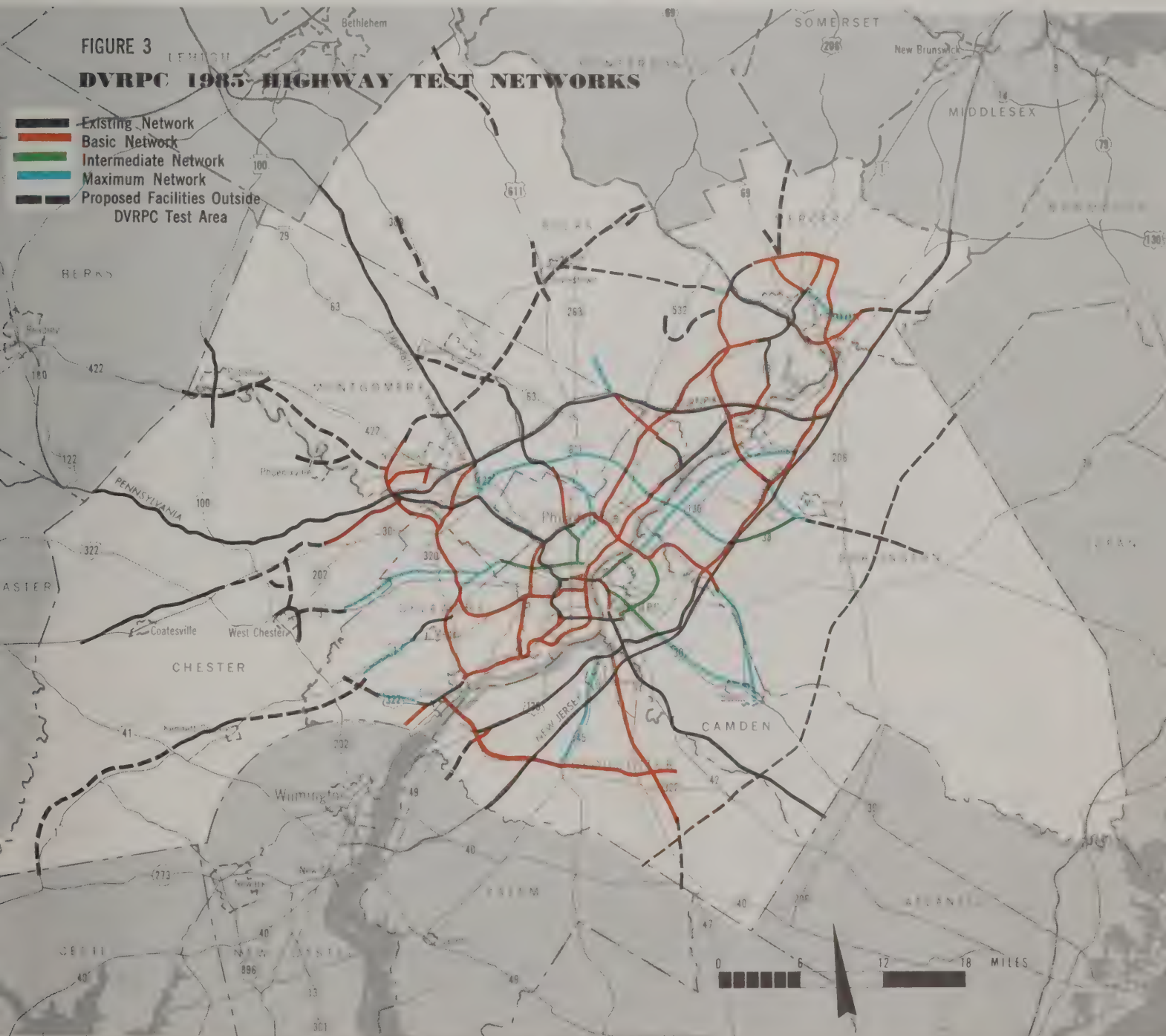
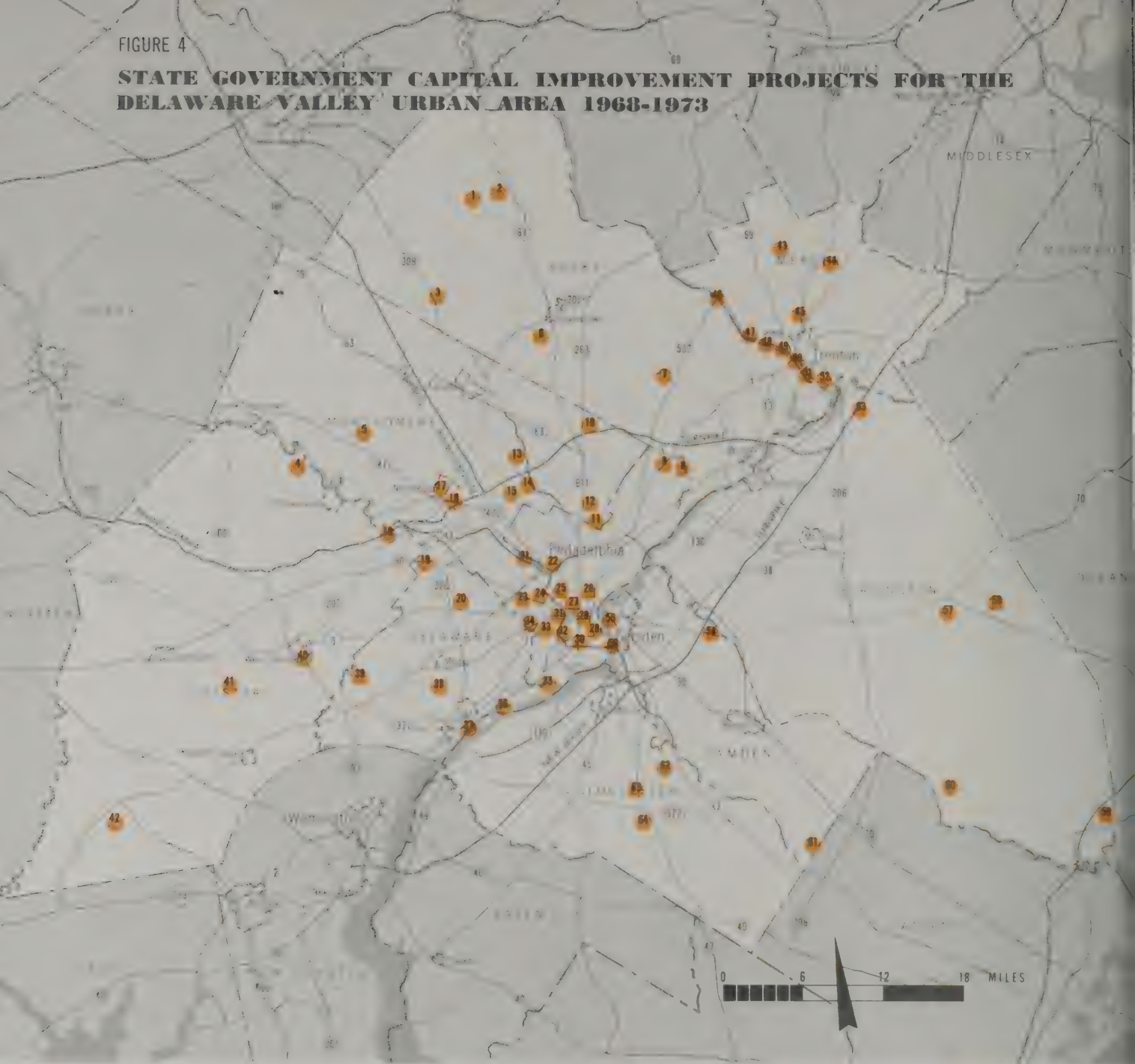


FIGURE 4

STATE GOVERNMENT CAPITAL IMPROVEMENT PROJECTS FOR THE DELAWARE VALLEY URBAN AREA 1968-1973



• Project descriptions and costs are identified in table on facing page.

State Capital Improvement Programming in the Region

The States of New Jersey and Pennsylvania prepare capital improvement budgets as a means of programming state construction expenditures over six year periods. Pennsylvania has released its program for the period 1968-1973 showing plans to spend nearly one-half billion dollars, exclusive of highway funds, in the DVRPC region, or approximately \$18 per capita per year. A breakdown of these proposed investments shows the following distribution.

Education	\$313.8 million
Health and Welfare	70.2
Maintenance of Order and Safety	30.3
Recreation	14.6
Public Buildings	8.8
Preservation of Natural and Historic Resources	3.2
	\$440.9 +

The State Planning Board is currently preparing state and regional land use sketch plans

FIGURE 4 MAP KEY

Location Key	Improvement Category	Estimated Cost	Location Key	Improvement Category	Estimated Cost
1	Resource Conservation and Recreation Facilities	\$ 591,300	31	Educational Facilities	\$ 24,778,200
2	Resource Conservation and Recreation Facilities	12,198,300	32	Resource Conservation and Recreation Facilities	6,500,000
3	Military Facilities	557,164	33	Educational Facilities	48,186,250
4	Health Facilities	12,056,593	34	Educational Facilities	13,986,055
5	Police and Emergency Facilities	936,380	35	State Administration Facilities	1,342,000
6	Educational Facilities	2,262,183	36	Historical Sites and Museums	162,375
7	Resource Conservation and Recreation Facilities	109,000	37	Historical Sites and Museums	2,773,250
8	Welfare Institutions	5,802,500	38	Police and Emergency Facilities	174,230
9	Welfare Institutions	4,174,250	39	Educational Facilities	9,515,750
9	Health Facilities	25,146,000	40	Educational Facilities	31,811,074
10	State Administration Facilities	261,164	41	Health Facilities	836,250
11	Educational Facilities	3,000,000	42	Educational Facilities	2,013,374
12	Educational Facilities	11,700,068	43	Historical Sites and Museums	163,000
13	Educational Facilities	5,203,319	44	Educational Facilities	65,750,000
14	Historical Sites and Museums	216,000	45	State Administration Facilities	974,000
15	Resource Conservation and Recreation Facilities	388,300	46	Historical Sites and Museums	385,000
16	Military Facilities	687,740	47	Police and Emergency Facilities	2,529,000
17	Health Facilities	2,050,000	48	Health Facilities	2,971,000
18	Resource Conservation and Recreation Facilities	425,413	49	State Administration Facilities	1,500,000
19	Military Facilities	936,250	50	State Administration Facilities	8,716,000
20	Health Facilities	7,350,000	51	Auxiliary Transportation Facilities	835,000
21	Resource Conservation and Recreation Facilities	960,000	52	Police Emergency Facilities	3,020,000
22	Educational Facilities	2,847,150	53	Police and Emergency Facilities	2,082,000
23	Historical Sites and Museums	97,875	54	State Administration Facilities	1,122,000
24	Auxiliary Transportation Facilities	324,747	55	Educational Facilities	16,402,000
25	Educational Facilities	2,023,500	56	Auxiliary Transportation Facilities	930,000
26	Educational Facilities	140,838,368	57	Educational Facilities	788,000
27	Auxiliary Transportation Facilities	391,860	58	Resource Conservation and Recreation Facilities	1,745,000
28	Educational Facilities	3,696,625	59	Resource Conservation and Recreation Facilities	229,000
29	Educational Facilities	7,847,855	60	Historical Sites and Museums	3,601,000
30	Military Facilities	4,240,000	61	Health Facilities	2,503,000
			62	Auxiliary Transportation Facilities	806,000
			63	Military Facilities	143,000
			64	Educational Facilities	48,195,000

Includes all state projects other than highways and renovations planned for the Delaware Valley Urban Area except those with currently undetermined locations.

Source: "Proposed Capital Improvement Program, Fiscal Years 1967-1968 to 1972-1973," Interdepartmental Committee for New Jersey State Planning, Trenton, N. J., January, 1967; and, "1967-1973 Capital Program, Commonwealth of Pennsylvania," Recommendations of the Pennsylvania State Planning Board, Harrisburg, Pa., May, 1967.

which are to be used by a state interdepartmental committee in connection with their planning for capital investments and to facilitate coordination of their recommendations with regional and local plans.

The State of New Jersey also has a capital program for the period 1968-1973 showing anticipated expenditures of \$166 million, exclusive of highways, for the DVRPC region. The Department of Community Affairs recently completed a schematic land use plan for the state, called the *Horizon Plan*, that is scheduled for release in 1968. Like the plan being prepared for

Pennsylvania, the *Horizon Plan* is designed to stimulate coordinated decision making between the state's various departments and other levels of government. Facilities included in both of these state capital programs are shown in Figure 4.

These capital programs represent the best thinking of the states on the magnitudes and locations of investments that will need to be made to further state goals. It is important that these investments also be considered for their implications in providing services for residents, and for their effects on transportation planning.

Putting the Pieces Together Through Metropolitan Coordination

The Delaware Valley is mounting a massive effort to construct over 200 miles of modern expressways. It is constructing one new commuter rail line and has plans to build two more and extend others. It is looking for funds to acquire sorely needed open space, and is finding itself pressed for money required to build water and sewer systems and schools to service its sprawling suburbs. It is apparent that the pace of planning, design and construction is proceeding so fast that there is too little time to consider

the relationship each of the construction programs has to the others.

Yet as air pollution control, housing, solid waste disposal, and airport planning also become defined as regional problems, the region must attempt to assemble existing plan fragments, add concepts from planning experience at the regional level, and present a first plan for coordinating all these diverse efforts in the region.

The next section presents the land use plan proposed as a first attempt to integrate the plans reviewed above and reorder them in light of regional goals, regional issues and proven planning principles.

2

SECTION

REGIONAL LAND USE PLAN

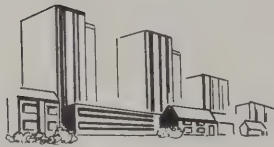
A regional land use plan is an important step in the process of building a better urban environment. It affords to decision makers in the region an opportunity to deal systematically with development problems and broad public issues which confront governments of the region. Though it is a general plan it is nonetheless meaningful because it identifies the goals and objectives on which a modicum of agreement must be reached before governments of the region can proceed in a systematic and orderly manner to more detailed planning.

The hope of achieving an idyllic pattern of urban development for the Delaware Valley metropolitan region has long since been lost. The developments of the future must necessarily incorporate many of the patterns of land use and the systems of transportation that have evolved in the course of the region's 250 year history. While redevelopment offers an opportunity for rejuvenation of some very important concentrations of regional activity, the cost of redevelopment is so great that the vast majority of the existing urbanized region will not be appreciably redeveloped in the foreseeable future. Further, where redevelopment does occur, it usually provides improved public services, a higher quality environment and a reorganization of existing land uses rather than the dramatic changes in land use necessary to reshape the region. Federal legislation has been enacted to encourage development of new towns as a means of achieving higher development standards both within and outside of metropolitan regions. It is expected that this legislation will be strengthened in years to come and will result in some significant new developments. But, while it is likely that some

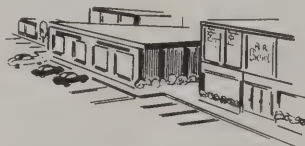
new towns might be developed in the Delaware Valley, the scale of such undertakings would clearly not be so great as to affect the general distribution of land uses outlined in this plan. Consequently the land use plan for the most part does not propose the wholesale reshaping of the region, but rather addresses the issue of improving the quality of the present environment throughout the region and controlling the new developments which will occur so that the overall development pattern is improved. In short, the land use plan is a practical plan which proposes additions to existing land use and transportation facility systems so they will all function more effectively in the future.

Because of the complexity of regional urban development, the land use plan does not deal with all aspects of all development problems in the region. Rather, it limits itself to the following five major aspects or functions of regional land use:

1. Three categories of residential land: high, medium and low density.



2. Four categories of commercial office, service and institutional land: the region's centers; regional sub-centers (i.e., old towns); newer suburban centers and business streets; and community shopping centers.



3. Industrial land.



4. Open space for recreation and conservation.



5. The highway and mass transportation systems.

A major purpose of regional planning is to find ways of ameliorating the four great problems facing all urban areas in the United States today. These four problems may be defined as (1) the social and economic deprivation experienced by minority groups living in urban areas; (2) the deterioration of older urban areas; (3) the despoiling of natural resources and unsightly appearances of the countryside which results from urban sprawl; and (4) the inefficiency of random low density development, resulting in uneconomic use of land and spiraling costs of public services.

The land use plan outlines a pattern of land uses which should help facilitate the region's efforts to find solutions to these problems. This land use pattern is based on the following regional goals:

1. To achieve equality and freedom of choice in living styles, housing, education, and employment regardless of race, income or location in the region.
2. To achieve a rebuilding and rehabilitation of older portions of the metropolis to offer in those areas a quality environment for the half of the region's residents who will reside there.
3. To plan and develop the region in a manner that will provide adequate open spaces within urban areas and will protect the region's natural resources from the usual destructive impact of development.
4. To achieve patterns of development which will afford to all residents of the region public services of high quality to meet their health, safety, educational, cultural and welfare needs at a reasonable cost.

The proposed land use plan is intended to facilitate achievement of these goals by carefully relating the five functional land uses to each other and to the region's natural setting.

But in more precise terms, what patterns of development within the region would be optimal from the standpoint of achieving these regional development goals? What would be the characteristics of such development? To facilitate achievement of its goals, developments within the region should satisfy the following criteria or objectives, presented here not necessarily in the order of their importance:

1. All developments should be pleasing from the standpoint of visual beauty and esthetic satisfaction.

2. All residential developments should be pre-planned to insure that they can be provided with high quality public services at reasonable costs, to insure easy access to places of work and to encourage the development of an adequate supply of housing for all segments of the region's population.
3. Expressways, arterials and mass transportation facilities should be developed as an integrated system, giving special attention to work trip and recreation trip peak hour needs and providing ready access to existing and planned commercial and employment centers.
4. Public transportation services should be available to nearly all residential areas and to major commercial centers throughout the region, with high speed rail or express bus service provided to the central area of all major cities.
5. Commercial, government and institutional land uses should be conveniently located to the populations they serve, and should be carefully planned in reference to each other in order to enhance their capacity to be of service to those who reside in their market areas.
6. Sufficient land should be reserved for all types of manufacturing and related activities to ensure continued economic health of the region, and prospects of returns to investors and job opportunities for all segments of the population.
7. The deficit in both public and private recreational facilities accessible to residential areas should be overcome by increasing the rate of land acquisition of such uses; and programs should be advanced for acquisition of open space easements and less-than-fee purchases.
8. Unique high quality natural resources and historic sites should be carefully identified and a regional scale plan and program prepared for their preservation.

Through application of these guidelines in its land use planning, the region can more effectively attack the four major urban problems it faces.

Preparation of the Land Use Plan

In its Plan Report #1, DVRPC presented trends in the 1960 to 1985 period in the amount and general location of population and employment activities in the region, indicating the land

areas required to accommodate new growth. By 1985, the report states 110,000 acres of new residential land, 15,000 acres of new commercial and service land, and 10,000 acres of new land for industrial and related activities would be required to house, employ and service the 1.5 million additional people who will then be living in the region. More important perhaps, Plan Report #1 specified the proportion of this growth which would occur in each of 192 small land areas making up the region. Thus, DVRPC's land use planning work did not start from scratch, but drew heavily upon its earlier studies.

The 1985 projections, however, provide only a framework for planning. There are, of course, a near infinite number of patterns of land use that could be designed to accommodate the 135,000 acres of new development. In some other metropolitan areas planners have attempted to apply concepts of idealized forms for urban development to specific regions. Plans based on application of theoretic alternatives were thus formulated, including the shaping of development into radial corridors, nucleated cities, new towns, and even unplanned sprawl. The final plans accepted by these regions have generally been some combination of these forms. The particular combination was determined in part by the region's own development goals, existing patterns of development, topographical conditions and special development opportunities. In this plan, using the regional development objectives listed above, the DVRPC has arrived at an urban form that is also a combination of theoretic alternatives: a pattern for development that recognizes existing land uses, that reflects adequately the 1985 regional activity projections, that considers local topographical conditions and attempts to respect the expressed development goals of its member governments. The plan which resulted from this process of thought is briefly outlined in the following sections of this report, with separate explanations of each of the five functional land uses.

Regional Planning of Residential Land Uses

By 1985, 110,000 acres of new residential land will be required to accommodate the 1.5 million additional people who will then live in this region. Detailed projections for each of 192 districts comprising the region are available in DVRPC Plan Report #1 published in October, 1967.

Contiguous Compact Development

In this plan, residential areas have been organized in such a way as to increase the choice of living styles, improve the quality of the environment, reduce the cost of housing and provide high quality public services at a reasonable cost. This is intended to be accomplished by locating new developments where maximum advantage can be realized from investments already made in public facilities and services. For the most part, the best means of achieving an overall improvement in the quality of residential development at minimum cost is through planned extensions to existing communities. In addition to planned contiguous development, it is recommended that an increased amount of medium and high density development be provided so that choices in prices and types of accommodations might be available in most parts of the region.



Various Low Density Development Patterns

Urban Sprawl: Scattered low density residential sub-divisions and commercial and industrial activities are served by a maze of congested expressways and service roads. Photo by Skyphotos





Photo by Donald M. Stephenson

Planned Development: This large scale single family housing development was planned so that stream valleys are protected. Facilities for education, shopping, recreation, water treatment, utilities and jitney service are carefully integrated into the development design.

Access to Transportation

Within an overall compact residential pattern, building types can be distributed in such a manner as to relate residential uses closely to the transportation system. Higher density developments are therefore planned adjacent to points of access to the expressway system. The plan also encourages increased use of mass transportation by providing high density apartment developments within walking distance of existing and proposed commuter rail stations, and medium density development within a short driving radius of these stations. Combined with adequate station parking, feeder bus service and public financial support of transit, this residential pattern could lead to the types of payloads required to make mass transit use competitive with the automobile for trips to central work places.



Various Medium Density Development Patterns



Various High Density Development Patterns

Relationship to Service Areas

In addition to locating higher density residential developments in close proximity to transportation routes, the plan provides for medium to high density developments in mixed building types in the vicinity of large multi-purpose centers serving both existing communities and new developments. High density apartments are located within walking distance of these centers so that work, shopping, service, cultural and entertainment opportunities are made readily available to residents of them. With this pattern of development, advantages will accrue to the residents of these centers in terms of convenience and accessibility, to the commercial center itself in its larger and closer market, and to the public at large through savings in transportation costs.



Photo's by K. Shepard

Open space coordinated with varied residential building types.

Integration of Open Space and Residential Uses

The residential land areas shown on the map provide for five to ten acres of recreation area per 1,000 residents in addition to sites for community institutions such as schools and churches. Also, very low density residential developments, combined with institutional holdings and other open land uses, are allocated to areas with high quality natural resources. These land uses extend the choices in housing for those who prefer a semi-rural environment and are able to afford the higher cost of services incident to such uses, and provide a green belt break in the otherwise continuous pattern of urban development.

County and Local Coordination

The distribution of residential land uses shown on the land use plan has been carefully coordinated with city and county planners in the region. These planners have counselled the DVRPC on current residential development trends within their respective jurisdictions. They have advised the Commission about the possibilities and probabilities of extending public services such as sewer and water facilities to new growth areas, and about city, county and local development goals relevant to regional land use plans.

Implementation

Implementation of the regional plan for residential lands is the responsibility of local government jurisdictions which have the authority to control land developments. The regional land use plan gives these units a framework within which they can make more informed decisions concerning the best locations for and

desirable characteristics of new developments, and thereby enable them to improve the overall quality of living in areas over which they have jurisdiction.

Regional Planning for Commercial and Service Land Uses

Retail, services, office and government employment groups, sometimes called non-manufacturing employment, are the fastest growing segments of the region's economy. Land uses related to this employment will occupy some of the most accessible and valuable land in the region. By 1985, 15,000 acres of new land will be required to accommodate this growth. Detailed projections for each of the 192 districts are available in DVRPC Plan Report #1, published in October, 1967.

Criteria for Planning of Commercial and Service Land Developments

The land use plan recognizes the importance and significance to the entire region of Philadelphia's central business district. A significant objective of the plan is to insure the continued growth and vitality of this unique regional resource.

The Philadelphia central business district would be strengthened in two ways by implementation of this plan: (1) by promoting major improvements to radial highway facilities; and (2) by relating residential locations to it in such a way as to increase the opportunity for the use of radial mass transit facilities. Both of these

factors would provide further growth opportunities to the Philadelphia core area. These improvements, when combined with Philadelphia's central area redevelopment plans, should help preserve the value and utility of the Philadelphia central business district.

In the regional land use plan, the need for new multi-purpose commercial and service centers has been met by the identification of 18 new general locations for such centers having all of the following attributes: existing or anticipated market areas of between 125,000 and 200,000 persons, existing or planned transportation facilities adequate to meet travel demand, and more than sufficient undeveloped land. The planned multi-purpose centers would offer a maximum array of retail goods and services, and would provide opportunities for office, institutional, public facility and apartment developments planned as a part of a cohesive single unit. The new multi-purpose centers combined with the enlargement and improvement of existing central business districts and sub-regional centers provide a structure and system of commercial and service activities within the region. Developed so that the size and quality of each are consistent with the needs of a carefully considered market area, these centers will enhance the region's economy and improve the serviceability of its centers to all of the region's residents.

Local governments are responsible for the planning of community shopping locations, and for consideration of commercial and service development needs. As multi-purpose regional centers develop, local governments will have to evaluate carefully the need for additional small shopping centers and arterial strip developments to be certain that burdensome vacancy rates do not materialize.

Coordination

Means of strengthening the Philadelphia central business district and the concept of multi-purpose centers have been carefully considered by city and county planning offices in the affected jurisdictions. These offices have advised the DVRPC of local plans and of service center development needs and possibilities. Potential market areas have also been evaluated in these discussions.

Implementation

Implementation of the multi-purpose service center concept is primarily the responsibility of county and local units of the region's governments. It is also imperative to recognize the importance of local actions with regard to the provision of terminal and parking facilities and the provision of arterial improvements in the 17 old towns in the region and the 21 newer suburban centers and business streets identified on this plan.



Regional Planning for Industrial and Related Activities

The Delaware Valley metropolitan area has a diverse and balanced economy, almost a cross-section of the economic base of the nation. A full array of manufacturing activities and supporting activities such as mining, wholesaling, construction and freight transportation is responsible for the region's prosperity. Their continued expansion and success are essential to maintenance of a high standard of living and high level of public services for all citizens of the region. Planning for the allocation of industrial and related land uses in the region was based on realistic expectations of growth as reported in DVRPC Plan Report #1. This study indicated that regional employment in manufacturing, mining, wholesaling, construction and freight transportation will increase from 865,000 in 1960 to 915,000 in 1985, or, about 50,000 workers. However, central congested areas of the region are losing employment and the total number of employees who will be working in new locations by 1985 will be in excess of 150,000. Likewise, while the net amount of industrial land will increase by 15 square miles, the amount of land at newer locations might be expected to be much larger due to loss of industrial uses in some of the older areas.

Criteria for Planning of Industrial and Related Activities

The land use plan assumes that an improved system of regional transportation will be developed which will to some degree diminish arterial and highway congestion and thus improve accessibility to and from existing industrial plants in the older urban areas. When combined with redevelopment assistance to obtain room for expansion of plant and parking facilities at

present locations, the improvements in the regional transportation system will help slow the outward movement of older plants from established urban areas.

The land use plan also provides that a large portion of the new land assigned to production activities be organized in industrial and warehousing parks located with careful regard to needed highway, rail or water transportation and served by heavy-duty utilities and other public services.

Coordination

Industrial land sites included in the land use plan have been carefully coordinated with city and county planners who have advised the DVRPC of the potential availability of heavy duty utilities and public services, and of the industrial development goals of their respective jurisdictions.

Industrial Zoning

As is clearly indicated in the composite of local land use plan shown in section I of this report, local government jurisdictions have zoned roughly three times the amount of land that may be needed for the region's industrial growth by 1985. Further, industrial zoning is frequently applied to land sites not qualitatively suitable for the most probable types of industrial growth. A more realistic approach would require a greater emphasis on designating and developing high quality industrial park sites.

Industrial Site Development

In addition to the responsibility for industrial site selection, local governments are responsible for planning of landscaping and other buffer devices to assure maximum protection of adjacent land uses from noise, water and air pollution, heavy traffic generation and the unsightliness of some industrial uses.

Key aspects of planned industrial development shown above include access to rail siding and major street and highway facilities, availability of heavy electric power, physical or landscaped buffers between the industrial park and adjacent uses, mixed use of land for industry and related facilities, and provision for employee parking. Photo by Skyphotos





Photo by Lawrence S. Williams, Inc.

Regional Planning for Open Space Land Uses

In 1960, only 19 per cent of the 3,750 square miles in the Delaware Valley region was urbanized. By 1985, it is expected that 30 per cent will be developed. Thus, within a 25 year period, new urban land uses will cover more than one-half the amount of land consumed by the greater Philadelphia metropolitan area over the previous 250 years. Furthermore, the greatest part of this new urban development will occur immediately around the existing urbanized area where recreation lands are needed most.

While many hundreds of square miles of land within the region will remain undeveloped in 1985, the critical conservation problem involves not only the number of acres left undeveloped but also the quality of the land which is preserved. Quality here refers to land near water, land covered by mature forests and land given to natural scenic beauty. This kind of land is in limited supply and it attracts urban development precisely because of its amenity value. The new development, once present, largely destroys the original amenities of such lands.

Recreational open space and conservation areas are ever more appreciated by residents of the Delaware Valley as population, wealth and leisure time to enjoy life increase dramatically.

Section I outlined the extensive programs of state, county and local governments to preserve large natural areas, to protect land resources and to provide an amenity setting for urban growth. In planning recreation and conservation open space for the region, population growth trends were used to estimate the recreational land requirements. Also an inventory of forests, streams and economic mineral and farming areas was used to help demarcate land areas of enduring economic value to the region, which ought to be protected from development.

Criteria for Planning of Open Spaces

The land use plan identifies areas that should be acquired for recreation and conservation uses by applying standards per unit of population while at the same time taking into consideration the amounts and types of privately held open space available and the needs of the population for active and passive recreation areas. Emphasis in acquisition programs is placed on recreation sites that can be developed for intensive use and that are accessible to residential areas. While relatively flat land is needed for local and intensive recreation uses, the plan provides for joint use of recreation and conservation areas through early acquisition of river and reservoir shorelines, bluffs, forests and woodlands, marshes, steep slopes, and historical sites. Many of the sites shown on the land use plan

have been scheduled for acquisition by local, county and state governments, as described in section I of this report.

The plan would encourage the protection of known reserves of commercial quality sand, gravel and mineral deposits by recommending open space zones and exclusive agricultural or industrial zoning under which they could be used and then reclaimed for other purposes.

The plan provides that stream valleys and flood plains be preserved from development in order to prevent flood damage to buildings as well as to provide access to favored water areas. The plan provides that large areas of woods near the edges of the region be preserved as well as wetlands, streams and grass in the quality and quantity necessary for wild life survival.

The DVRPC is engaged in a detailed survey of natural and recreation resources of the Delaware Valley metropolitan area, and has scheduled a work project to prepare a regional open space plan. The result of this work will be a more thorough analysis of the region's natural resources and open space needs. The open space portion of the land use plan, therefore, provides only a general framework for local open space planning during an interim period.

Coordination

The open spaces identified in the land use plan were carefully reviewed with city and county planners who advised the DVRPC of the plans, issues and goals for open space acquisitions in their respective jurisdictions.

Implementation

The high cost of land acquisition and the maintenance costs of open spaces have necessitated federal and state grants in aid to assist county and local governments in meeting their open space program needs. In addition, both the state and federal governments own and operate large conservation and recreation areas within the region. Thus the responsibility for implementation of the regional open space plan will be shared by all levels of government.

Natural Beauty in the Local Environment

Imaginative local planning of open spaces is a major mechanism for the achievement of beauty in the local environment, and it includes not only adequate landscaping and care of parks and recreation areas but also landscaped buffers surrounding industrial and commercial land and the effective integration and utilization of expressway shoulders, interchanges and grade separations.

Transportation Facilities Shown on the Land Use Plan

The Delaware Valley Regional Planning Commission's 1985 test plans for transportation facilities are combinations of different railroad, highway and mass transit networks. These networks vary in extent and capital cost: minimum, intermediate and maximum. Thus, strictly speaking they are additive. In all test networks only general corridor locations of highway and transit facilities are indicated. The locations of these corridors represent the consensus of all member governments of DVRPC as to what would constitute possible systems of transportation facilities for the region.

At present, each of the highway networks is being tested in combination with each of the mass transit networks to determine the combined system's capacity to accommodate 1985 travel demand. This testing procedure, called trip assignment, takes place in DVRPC's computers. The computers are programmed to assign to each link of a given highway-transit system all the transit or highway trips projected to pass through the link's geographic area on an average work day in 1985. If a certain link becomes overloaded, the computer shifts part of its traffic to a neighboring, less congested link. This distribution of traffic approximates what happens in the real world.

Once the computers have made all such adjustments, a system's total performance can be evaluated and compared with that of the other combined systems. In large measure, it will be from what is learned from these test evaluations that the Commission will be able to judge which of the highway-transit systems or plans best fits the transportation needs and capital constraints of the Delaware Valley region.

In this report we have assumed that the maximum highway and transit networks now being tested by the DVRPC will ultimately be constructed. Use of the maximum plans is justified on the basis that it provides an opportunity to consider the broadest possible range of land use alternatives at this stage of our planning. Modifications to the land use and transportation plans can be made as coordinated development planning continues.

Summary and Conclusions

The land use plan recommends a pattern of land uses to the state, city, county and local governments of the Delaware Valley metropolitan area which can materially assist these governments in achieving regional development goals. These goals include achieving freedom of choice in the selection of living style, employ-

ment and cultural opportunities; overcoming deterioration in the older urban areas; slowing down the tendency toward urban sprawl; and obtaining an ever increasing quality of public services within reasonable costs. The plan report cites seven regional objectives and recommends specific actions leading toward their accomplishment. Specifically, the DVRPC land use plan recommends the following major actions:

1. That contiguous development of residential land be encouraged to provide increased choice in the selection of living styles, to improve the quality of environment, to provide public services at a reasonable cost, to provide additional open space land, and to reduce the costs of housing.
2. That, to the extent feasible, the highest density residential developments be located in close proximity to existing and proposed mass transit stations; that medium density residential developments be encouraged around the high density areas; and that the lowest density residential areas be designed to include residence, institution and open land uses in green belt buffers separating higher density concentrations.
3. That the 17 old towns and 21 newer suburban centers and business streets be reha-

bilitated and modified to complement the new transportation systems and multi-purpose centers.

4. That 18 multi-purpose commercial and service centers be developed offering a maximum array of retail goods and services and providing sites for office, institutional, public facility and apartment developments.
5. That the Philadelphia central business district be enlarged and strengthened as the business, office, cultural, transportation, and special function heart of the region.
6. That the emphasis on quantity zoning for industrial park development be abandoned in favor of selected promotion and development of high quality sites.
7. That the current intergovernmental approach to the problem of acquiring adequate open space for public recreation and resource conservation be continued and that funding for these programs be increased.

The preliminary land use plan map generally indicates the 1985 regional land use pattern which will prevail if these recommendations are implemented.

Regional Land Use Plan is shown on fold-out map on the next page. →

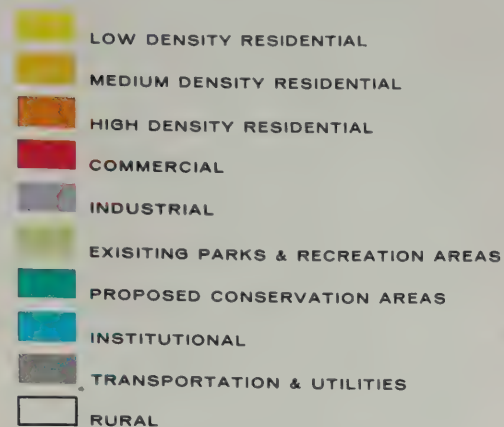


Photo by Jose Berguido, Jr.

The preparation of this report was financially aided through a Federal grant from the U. S. Dept. of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

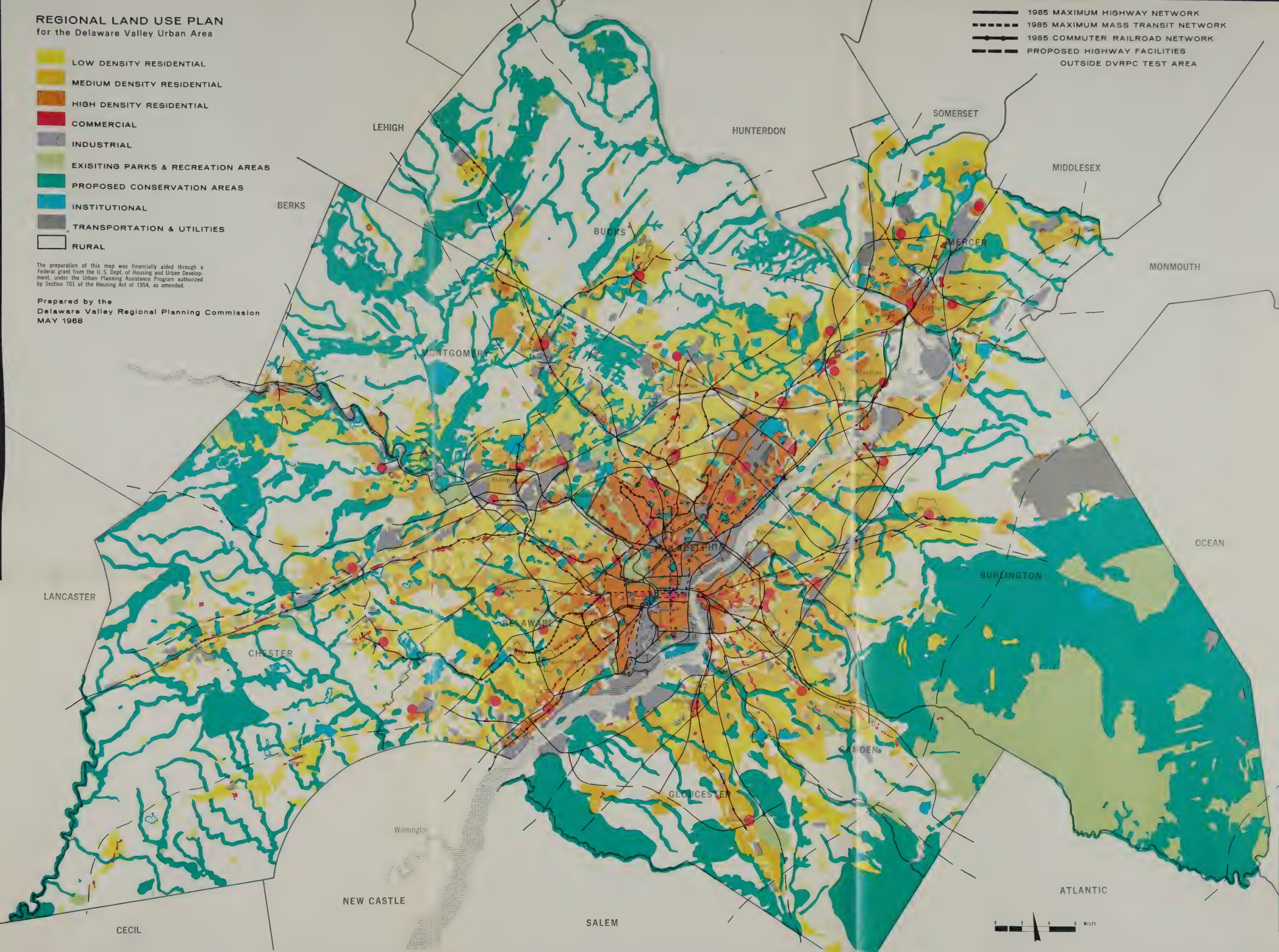
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REGIONAL LAND USE PLAN for the Delaware Valley Urban Area



The preparation of this map was financially aided through a Federal grant from the U.S. Dept. of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

Prepared by the
Delaware Valley Regional Planning Commission
MAY 1968



In 1960 only 19 per cent of the 3,750 square mile area of the nine-county Delaware Valley Region was urbanized. By 1985, it is expected that 30 per cent of the area will have been developed. Thus within a 25 year period, new urban land uses will cover more than one-half the amount of land urbanized in the region over the previous 250 years.

The 1985 regional land use plan proposed here is the framework for the plans being prepared by the Delaware Valley Regional Planning Commission in cooperation with the states, cities, counties and other public agencies in the region. Its purpose is to prepare for new growth through planning so that waste in physical as well as fiscal resources can be avoided and a better environment promoted.

The regional land use plan deals with questions of where people will live and how densely they should occupy residential land areas in the region. It indicates those areas which should not

be developed, but should be left as open spaces and places of recreation. It suggests locations for cultural, shopping and public service activities and identifies major manufacturing and employment centers, outlining a system of transportation which relates the above land uses to one another.

The plan deals with five principal categories of land use: residential (including three levels of density: low, medium and high); industrial (including industrial parks); commercial (including multi-purpose shopping and cultural centers); open space and recreation (including the preservation of wetlands, forest tracts, and the creation of buffer zones, green belts and parks); and transportation facilities (including highway and mass transit). Institutional and rural land uses are also identified.

The plan locates new residential development where maximum advantage can be taken of investments already made in public facilities and services. Planned extensions to existing communities, sometimes called compact, con-

tiguous development, by which an increased amount of medium and high density development is provided in mixed building types, have the advantage of achieving improvement in the quality of living by increasing the choice of living styles in price and type of accommodations, by reducing the cost of housing by providing high quality public services at reasonable costs, and by slowing down suburban sprawl.

The plan closely relates residential land uses to the transportation system. The more intense land uses are planned adjacent to points of access to the expressway and mass transportation systems. High density apartment developments are provided in areas within walking distance of existing and proposed commuter rail stations, and medium density developments within a short driving radius of such stations. These residential patterns could lead to the types of payloads required to make mass transportation competitive with the automobile for trips to central places, and will help insure the continued growth and vitality of the region's central business districts.

The plan also provides for medium to high density residential development in mixed building types in the vicinity of large new multi-purpose regional centers serving both existing communities and new developments. These regional centers would offer a maximum array of retail goods and services, and would provide opportunities for office, institutional, public facility and apartment developments, planned as a part of a single cohesive unit. They are situated where they can be served by freeway or mass transportation facilities or both. Multi-purpose centers have the advantage of obviating the need for unsightly commercial strip development with its burdensome vacancy rates.

The plan allocates very low residential development, combined with institutional holdings and other open land uses, to areas of high quality natural resources. These land uses extend the choice in housing for those who prefer a rural environment and are able to afford the higher cost of services incident to such uses, and provides a green belt break in the otherwise

continuous pattern of urban development.

The plan identifies areas that should be acquired for recreation and conservation uses, especially recreation sites that can be developed for intensive use and that are accessible to residential areas. The plan provides for joint use of recreation and conservation areas through early acquisition of river and reservoir shorelines, bluffs, forests and woodlands, marshes, steep slopes and historic sites. It recommends that stream valleys and flood plains be preserved from development in order to prevent flood damage to buildings as well as to provide access to favored water areas. It provides that large areas of woods near the edges of the region be preserved, as well as wetlands, streams and grass in the quantity and quality necessary for wild life survival.

The plan also provides that a large portion of the new land assigned to production activities be organized in industrial and warehousing parks located with careful regard to needed highway, rail or water transportation and served by heavy

duty utilities and other public services.

In essence, the plan advances the following specific recommendations:

1. That contiguous development of residential land be encouraged to provide increased choice in the selection of living styles, to improve the quality of environment, to provide public services at a reasonable cost, to provide additional open space land, and to reduce the costs of housing.
2. That, to the extent feasible, the highest density residential developments be located in close proximity to existing and proposed mass transit stations; that medium density residential developments be encouraged around the high density areas; and that the lowest density residential areas be designed to include residence, institution and open land uses in green belt buffers separating higher density concentrations.
3. That the 17 old towns and 21 newer suburban centers and business streets be

rehabilitated and modified to complement the new transportation systems and multi-purpose centers.

4. That 18 multi-purpose commercial and service centers be developed offering a maximum array of retail goods and services and providing sites for office, institutional, public facility and apartment developments.
5. That the Philadelphia central business district be enlarged and strengthened as the business, office, cultural, transportation, and special function heart of the region.
6. That the emphasis on quantity zoning for industrial park development be abandoned in favor of selected promotion and development of high quality sites.
7. That the current intergovernmental approach to the problem of acquiring adequate open space for public recreation and resource conservation be continued and that funding for these programs be increased.

REGIONAL LAND USE PLAN
for the Delaware Valley Urban Area

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- EXISTING PARKS & RECREATION AREAS
- PROPOSED CONSERVATION AREAS
- INSTITUTIONAL
- TRANSPORTATION & UTILITIES
- RURAL

The preparation of this map was financially aided through a Federal grant from the U. S. Dept. of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

Prepared by the
Delaware Valley Regional Planning Commission
MAY 1968

- 1985 MAXIMUM HIGHWAY NETWORK
- 1985 MAXIMUM MASS TRANSIT NETWORK
- 1985 COMMUTER RAILROAD NETWORK
- PROPOSED HIGHWAY FACILITIES
OUTSIDE DVRPC TEST AREA





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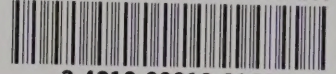
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